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ABSTRACT

Prepared for the Board of Governors of the California Community Colleges, this report provides background on the provision of tutorial services in the colleges and recommends changes to the regulations for tutorial services. Following a report summary, background information is presented, indicating that: (1) tutoring services are being delivered through a variety of practices, and the regulations which address tutoring offered as a credit course have been criticized as vague and subject to varying interpretations; (2) the State Department of Finance and the Chancellor's Office found that a few colleges were claiming and receiving apportionments for tutorial services not in accordance with state regulations; and (3) in response to a State Department of Finance recommendation, the Chancellor's Office established an Ad Hoc Committee on Tutoring Services, which revised the regulations for tutoring services in order to permit average daily attendance (ADA) generating tutoring to be conducted only as a noncredit course and then only if other specific quality control conditions are met. The original and revised texts of the Title 5 Regulations are presented next, with staff comments. Appendices include a report on the importance and benefits of tutoring services in the community colleges, and copies of relevant legislation and pertinent memos. (Author/LAL)

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ED247981

Board of Governors of the
California Community Colleges
September 13-14, 1984

Item 1

Title: Revision of Regulations Governing Tutoring Services

Staff Presentation: Allan L. Petersen, Administrator
Ernest H. Berg, Specialist
Program Evaluation and Approval

Summary

1. Tutoring services in the community colleges are being delivered through a wide variety of practices. Some tutoring is offered as a course of instruction, and other tutoring is being offered as a student service. With respect to tutoring which is being offered as a course, for credit, the regulations which address this activity have been criticized as being vague and subject to varying interpretations.

2. During its 1983-84 review of apportionment claims, the State Department of Finance brought the matter of receiving State aid for tutoring into focus by finding that a few colleges were claiming and receiving apportionment for tutoring services not in accordance with these regulations. The Chancellor's Office conducted its own review and found itself in substantial agreement with the Department of Finance findings.

3. As an alternative to withholding ADA from the colleges with programs not in accord with existing regulations, the State Department of Finance requested that the Chancellor's Office review and, if necessary, redefine tutoring services, and incorporate comprehensive instructions into Title 5 regulations.

4. The Chancellor established an Ad Hoc Committee on Tutoring Services. With the assistance of the committee, revised regulations for tutoring services have been prepared. Briefly stated, the proposed regulations permit ADA-generating tutoring to be conducted only as a noncredit course rather than a credit course, and then only if other specific quality-control conditions are met.

The proposed regulations contained in this item define tutoring as an instructional method and permit colleges to conduct individual tutoring under carefully controlled, rigorous conditions and to claim apportionment for individual tutoring on a noncredit, positive attendance basis. Colleges may also continue to offer supplemental learning assistance as part of a class or as a separate class as they have done in the past in foreign language and other laboratories.

JC 840 484

This item was presented for information to the Educational Policy Committee of the Board of Governors on July 12-13. Several revisions were suggested by members of the Committee and considered by staff. As suggested, a waiver alternative was added to the tutoring course requirement and the name of the noncredit course was changed to "Supervised Tutoring." After further consideration, staff did not delete the student referral requirement. The revised item is now being presented to the Board of Governors for action. Final action at the September Board meeting is desirable to permit colleges to establish individual tutoring services which comply with the provisions of Title 5 as soon as possible during the 1984-85 academic year.

Recommended action

The Education Policy Committee should recommend that the President declare a public hearing and that the full Board repeal sections 55323 and 58064 and adopt new sections 58168, 57170, and 58172 of Title 5 of the California Administrative Code. The text of these changes is contained in Appendix E, which commences on page E-1 of the item.

Background

Definitions and Benefits

Tutoring services, as generally understood, consist of a capable community college student or a person from the community or a nearby four-year college tutoring a student or a group of students under the general supervision of a credentialed instructor who is physically present and overseeing several, perhaps many, tutoring situations simultaneously. In most cases, students who wish to tutor are required to take a course in tutoring methods. Student tutors are usually reimbursed from district or work study funds.

For many years tutoring services have been an integral part of the support service offered by community colleges to students who experience academic difficulties. Research cited in Appendix A of this item indicate that tutoring services are quite effective in assisting students. Such services frequently make the difference betweeen attrition and graduation. Tutoring services have been especially helpful for underprepared students, but are also effective for well-prepared and capable students who experience difficulty with a portion of a course.

Currently, tutoring services are delivered through a wide variety of practices. Some are delivered as a student service, and are financed through EOPS funding, vocational funding, or other special funds. Other tutoring services are offered as courses of instruction which are financed by the ADA they generate. It is the latter method that this agenda item addresses.

Additional background information about tutoring services is provided by the paper referred to above as Appendix A. The paper was prepared by President Jeanine Rounds and a subcommittee of the Association for California Colleges Tutorial and Learning Assistance in response to a request from the Ad Hoc Committee.

The Existing Regulations

The existing regulations were promulgated several years ago to govern educational activities such as language laboratory instruction. In their attempts to apply the regulations to individual tutoring services, districts have had compliance difficulties. One major problem experienced by districts in applying the existing regulations was that of having an instructor or instructors physically present in the learning laboratory credentialed in all of the subjects in which students were being tutored. The proposed regulations contained in this item are designed to permit learning assistance in language and other laboratories and to make it possible for districts to establish designated centers in which individual tutoring services are provided which can be claimed for apportionment purposes.

The existing Title 5 regulations 58054 and 55323 follow:

> 58054. Educational Activities Required of Students.
> Only the attendance in scheduled and supervised instructional activities required of all students enrolled in a course may be claimed for

apportionment purposes. Attendance for learning assistance activities in a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled course hours; or, when learning assistance is offered as another course meeting standards for apportionment. If attendance is to be claimed for a course in which students are engaged in varying activities that have no commonality as a course, the course must be conducted as independent study.

NOTE: Authority cited: Sections 71020, 76300 and 78405, Education Code. Reference: Sections 76300, 74805 and 84500, Education Code.

55323. Learning Assistance.
Learning assistance, when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for the sequence of such courses applicable to the college or certificate.

NOTE: Authority cited: Sections 71020, 78310, 84500 and 84520, Education Code. Reference: Sections 78310, 84500 and 84520, Education Code.

Department of Finance Review

During its 1983-84 review of apportionment claims for attendance, the State Department of Finance identified the following issues concerning tutoring services in four community college districts:

- Tutoring services were supervised by instructors not appropriately credentialed in all subjects in which students were being tutored.
- State apportionment was being claimed, and credit was being offered for the student's enrollment both in the basic course and in the tutoring program.
- Apportionment for the attendance of both the tutee and the tutor was being claimed.

Of the four colleges in the Department of Finance review, questionable attendance claims amounted to approximately 850 ADA or $1.7 million during the 1982-83 fiscal year.

As a result of the review of apportionment claims, the Department of Finance recommended that the Chancellor's Office:

1. Perform a comprehensive review of the tutoring services being provided by the community colleges, concentrating on the appropriateness of claiming attendance for apportionment purposes for the tutoring assistance provided the students;

2. Define tutoring service as it relates to course content and learning assistance, particularly if it is to be offered as a separate course;

3. Take action to incorporate comprehensive instructions into Title 5 governing tutoring service activities and specific methods of attendance accounting.

The Department of Finance also informed the Chancellor's Office that it would continue to disallow all attendance claimed for tutoring assistance for students (tutees) in other than regularly scheduled courses until the issue was resolved.

The letter received from the State Department of Finance is attached as Appendix D.

Agency Response

The first recommendation made by the Department of Finance was that the Chancellor's Office should "perform a comprehensive review of the tutoring services being provided by the community colleges..." After study of the problem, it was determined that a formal survey would not be necessary and that the required information could be obtained from deans of instruction at their statewide meeting and from other personnel in the field. Staff attended meetings of the statewide tutoring association, the Association for California Colleges Tutorial and Learning Assistance. It was determined that only about one-third of the community colleges were experiencing compliance difficulties with the existing regulations. In most colleges, no apportionment was being claimed for individual tutoring services. The cost of such services was covered by EOPS, VEA, or district funds. Discussions with deans of instruction and other personnel in the field also revealed that many colleges were offering learning assistance as part of a course or in a separate course in accordance with the existing regulations.

It is possible that the introduction of differential funding would include individual student tutoring within the category of student services and provide identified funding for it. However, since the clarification and revision of the existing regulations is a matter of some urgency, the staff and the advisory committee recommended that the method of funding tutoring proposed in this item be adopted so that colleges can provide tutoring services in compliance with Title 5 regulations.

Soon after receipt of the Department of Finance letter, a memorandum was sent to all colleges informing them of the Department's concern and providing a Chancellor's Office interpretation of the present regulations. The agency interpretation, in part, is as follows (The entire text of the memo to the colleges is included as Appendix B):

- The tutoring services must be established as a lab section of the specific course (as in a language lab).

- Credit increments may not be granted for tutoring services, per se.

- Attendance and participation in a lab section must be required of all students enrolled in the course.

- Certificated instructors (or instructional aides in the case of independent study) must supervise the course and its components.

- Unless learning assistance is offered via a scheduled lab, attendance must be kept on a positive attendance basis if apportionment is to be claimed.

The colleges were also informed that an ad hoc advisory committee on tutoring services would be formed to assist staff in the clarification and revision of the existing regulations governing tutoring services.

Ad Hoc Committee on Tutoring Services

Another request made by the Department of Finance was that the Chancellor define tutoring services and take action to incorporate comprehensive instructions into Title 5 governing the tutorial services program and specific methods of attendance accounting. Accordingly, the Chancellor appointed an Ad Hoc Committee on Tutoring Services to assist staff in reviewing and revising the existing Title 5 regulations. The membership list of the committee is attached as Appendix C.

The Ad Hoc Committee on Tutoring Services held two meetings. At the first meeting the president of the Association for California Colleges Tutoring and Learning Assistance was asked to prepare the position paper which is attached as Appendix A. The major public policy issue which was addressed by the committee was whether the State should provide assistance in the form of apportionment payments to cover the cost of individual tutoring services. After lengthy discussion, the members concurred that such costs should be covered by apportionment because tutoring has been demonstrated to be a very effective method of assisting students, because the community colleges enroll many students who are unprepared to do college work but who could succeed with additional assistance beyond what is available in the regular remedial program, and because individual tutoring is a cost effective way to provide occasional assistance to capable, well-prepared students who experience difficulty with some portion of a course or program.

At the second meeting, a staff proposal for revising Title 5 regulations was reviewed, amended and endorsed. The revised regulations, along with staff comments, begin on page 8.

It is not possible to estimate at this time the total amount of apportionment payment which will be generated by the revised regulations. It seems likely that most colleges will elect to offer some individual tutoring services to students under the new regulations. However, since apportionment payments are capped, each district will be required to determine how much average daily attendance can be devoted to tutoring and diverted from many other competing needs within the district. Of course, colleges operating below their enrollment cap could experience some moderate growth in average daily attendance by offering individual tutoring services to students.

State Department of Finance Response

A copy of the earlier agenda item was sent to the State Department of Finance for review and response prior to the July Board meeting. The Department indicated that the regulations were very comprehensive and that they would be effective in clarifying and controlling tutoring services. However, they indicated a concern about preventing funding for tutoring services from more than one source. Staff has prepared an additional regulation, Section 58170(h), which has been included to prevent double funding.

July 12-13 Board Meeting

This item was presented for information to the Educational Policy Committee of the Board of Governors July 12-13. Committee discussion and/or testimony focused on:

1. Consideration of waiver authority regarding the requirement that each tutor take a course in tutoring methods. Staff has revised proposed Title 5 Section 58170(c) to permit such a waiver.

2. Appropriateness of requiring all students to seek approval of a counselor or instructor prior to admission to the tutoring course. Staff believes that referral by a counselor or instructor is preferable to self referral to tutoring services. Although some students might be apprehensive about requesting tutoring, the relationship between a student and a counselor or instructor should not be one that would inhibit or prevent discussion of educational problems. An instructor or a counselor could assist the student in making the decision to request tutoring. In some cases it might be preferable for the student to work through a problem or topic independently. Sometimes students seek assistance to do homework assignments which should, whenever possible, be done without assistance. Unnecessary tutoring and assistance with homework assignments could become a significant and unjustifiable cost to the State.

3. Consideration of changing the title of the tutoring course from "Supervised Learning Experience" to "Supervised Tutoring." Staff agrees that the term "supervised tutoring" is a more descriptive term and has so adjusted the proposed Title 5 Section 58170(d).

Revised Title 5 Regulations and Staff Comments

1. Repeal Section 58054 of Title 5.

~~58054. Educational Activities Required of Students.~~
~~Only the attendance in scheduled and supervised instructional activities required of all students enrolled in a course may be claimed for apportionment purposes. Attendance for learning assistance activities in a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled course hours; or, when learning assistance is offered as another course meeting standards for apportionment. If attendance is to be claimed for a course in which students are engaged in varying activities that have no commonality as a course, the course must be conducted as independent study.~~

2. Repeal Section 55323 of Title 5.

~~55323. Learning Assistance.~~
~~Learning assistance, when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for the sequence of such courses applicable to the college or certificate.~~

3. Section 58168 is added to read:

58168. Tutoring.
Tutoring, when provided by the college, shall be considered a method of instruction that involves a student tutor who has been successful in a particular subject or discipline, or who has demonstrated a particular skill, and who has received specific training in tutoring methods and who assists one or more students in need of special supplemental instruction in the subject or skill. Student attendance in tutoring is eligible for apportionment only in a noncredit course offered under the provisions of Education Code 84711 (a) (2).

NOTE: Authority Cited: Sections 71020, 71062, 76300, and 84520, Education Code.
Reference: Sections 71020, 71062, 76300 and 84520, Education Code.

Comment: In accordance with the recommendation of the Department of Finance, this new section defines tutoring and indicates that it may be offered for apportionment purposes only as a noncredit course. The noncredit status was selected because much of the individual tutoring offered in a college involves subject matter which is below the level of difficulty usually associated with the Associate or Baccalaureate level. In addition, several of the standards and criteria for credit courses as outlined in Title 5, Section 55002, are inconsistent with tutoring as proposed in this item. For these reasons, and in the interests of consistency and for the purpose of providing a clear audit trail, it is recommended that all tutoring be offered as a noncredit course.

4. Section 58170 is added to read:

58170. Apportionment for Tutoring.
Apportionment may be claimed for individual student tutoring only if all the following conditions are met:
(a) The individual student tutoring is conducted in a designated learning center.

Comment: The subsection places some restriction on the number of places in which student tutoring can be conducted. This limitation is necessary to ensure adequate control over the service and to provide for accurate attendance accounting for apportionment purposes.

(b) The designated learning center is supervised by a person holding the Community College Supervisors Credential.

Comment: Previously, it was necessary for an appropriately credentialed instructor to be physically present in the learning center for each of the subjects in which students were receiving tutoring. That requirement effectively prevented colleges from offering individual tutoring because of the prohibitive cost of providing instructors in each of the subject matter areas. The revised requirement permits one instructor who holds the Supervisory Credential to supervise the designated learning center. Student tutors, because they are carefully selected, seldom require the presence of a credentialed instructor in the learning center.

(c) All tutors successfully complete a course in tutoring methods and the use of appropriate written and mediated instructional materials and which included supervised practice tutoring. This requirement may be waived by the chief instructional or student services officer on the basis of advanced degrees or equivalent training.

Comment: To ensure that students receive the highest quality tutoring, all student tutors will be required to pass a course in tutoring methods and will be required to do supervised student tutoring. Completion of the student tutor course will not automatically result in an assignment as a tutor. Only those students who are selected by an instructor will actually tutor other students in the designated learning center.

(d) All students receiving individual tutoring are enrolled in a non-credit course carrying Taxonomy of Programs number 4930.09, which is entitled "Supervised Tutoring".

Comment: Since tutoring is a generic term such as "instruction" or "counseling," it was felt that a common course title would be useful to describe the activity and to provide a clear audit trail for attendance accounting and research purposes. No other educational activity carries a mandated title. However, the use of such a title will facilitate study of the extent of use and cost of tutoring services over the next few years. Although members of the tutoring advisory committee expressed little enthusiasm for the common title, there was understanding of the benefit to be derived from its use. A suggestion was made at the July

Board of Governors meeting that the earlier term "supervised learning experience" be changed to "supervised tutoring." Staff has incorporated that suggestion into this section.

(e) Students are assigned to Supervised Tutoring course on the basis of an identified learning deficiency by a counselor or an instructor.

Comment: This section prevents some abuse of the new regulations by students who might use the designated learning center and the tutoring service for general studying and completion of homework assignments. Students will be permitted to enroll in Supervised Learning Assistance only after a counselor or an instructor has identified a specific academic difficulty the student has encountered. It is anticipated that students will receive tutoring on an as-needed basis, not as a continuing service. Staff considered deleting this regulation but because tutoring was considered to be an important adjunct to classroom instruction, it was felt that the instructor or counselor should be informed and involved.

(f) An attendance accounting method is established which accurately and rigorously monitors positive attendance.

Comment: Since all apportionment will be based upon positive attendance, it is necessary to establish a system which will account for attendance in a manner in which both the state and the college will be treated equitably. Several colleges have developed systems under which entries on students' time cards are automatically recorded by the computer and totaled at the end of each attendance period.

(g) Student tutors may be remunerated but may not be granted academic credit for tutoring beyond that stipulated in (c) above.

Comment: At a time in which academic rigor and standards are being emphasized, it does not seem appropriate to grant academic credit for the function of tutoring students, neither does it seem appropriate in terms of state accountability to provide apportionment to districts on behalf of those who do tutoring.

(h) The district receives no direct or indirect funding from any other source for providing tutoring services.

Comment: This regulation was suggested by the State Department of Finance to prevent funding tutoring services from more than one source. Tutoring services may also be funded from VEA or EOPS funds.

NOTE: Authority Cited: Sections 71020, 71062, 76300, and 84520, Education Code.
Reference: Sections 71020, 71062, 76300 and 84520, Education Code.

5. Section 58172 is added to read:

58172. Learning Assistance.
Attendance for supplemental learning assistance when offered as part of a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled course hours; or when offered in a related laboratory course which is required of all students and which meets standards for apportionment.

NOTE: Authority Cited: Sections 71020, 71062, 76300, and 84520, Education Code.
Reference: Sections 71020, 71062, 76300 and 84520, Education Code.

Comment: Permits college to operate laboratories in connection with a class, either as a part of the class or as a separate class. In either case, all students in the related class must be enrolled in the laboratory. An example of this type of class is the foreign language laboratory. As a result of a recent meeting with representatives of the Financial and Performance Accountability branch of the State Department of Finance, the word "laboratory" has been added to the title of this section, in place the word "supplemental" in the text. Staff agreed with the Department of Finance that the revised wording more closely fits the intent of these regulations.

TUTORING: ESSENTIAL TO COMMUNITY COLLEGES

A Position Paper Presented by the Association for California Colleges

Tutorial and Learning Assistance

by

Jeanine C. Rounds, President

with the assistance of the ACCTLA Subcommittee:

Richard Abrahams, Barbara Dawson, Bert Manriquez,

and Joan Petersen

April, 1984

TUTORING: ESSENTIAL TO COMMUNITY COLLEGES

Tutoring, in today's community colleges, is a learning activity that ordinarily involves a student who has been very successful in a particular subject working with one or more students who need additional assistance in the subject, both inside and outside of the classroom. The assistance provided may range from one or two brief interactions to intensive, frequent sessions. These sessions may be one-to-one or involve the tutor's working with a small group. They take place in learning centers, labs, and classrooms. They are considered a vital element of education by many students, faculty, and administrators.

The concept of the learning skills center with peer tutors has been an important contribution to education by community colleges. Rouecne and Snow, in 1977, found 80 percent of the 137 community colleges they examined, nationwide, provided learning centers. Tutoring services at California community colleges have, in the past two decades, become an integral part of nearly every program, either under Instruction or Student Services. The most recent authoritative headcount in California was done by Wooley (1976), who found that 94 percent of California community colleges offered tutorial services.*As recognition has grown that even the "traditional" new college students are

*Only 12 of 42 colleges responding to a 1984 ACCTLA study indicated generating ADA by "tutee" classes (Petersen, 1984).

under-prepared and benefit from tutorial assistance, such programs have expanded to four-year colleges, both public and private. Such institutions as the campuses of the University of California and Stanford University provide tutoring and learning centers (Maxwell, 1979).

Goals of Tutoring

Purposes of the services include the following:

a) to provide individual attention and assistance for students who are having academic difficulty in class, to enable them to earn a better grade and, in many cases, help them to remain in the class and even in school;

b) to provide training and assistance in developing effective study skills, such as note-taking, time-management, textbook comprehension, and test-taking;

c) to provide assistance and support to special groups of students--such as the physically handicapped, the learning disabled, the non-native speakers of English, and even the re-entry older adults--all of whom need additional assistance and attention;

d) to assist the instructor in skills courses or labs, by providing supervised individual attention.

The Students

Who are served by tutoring services? Today's community colleges include large numbers of so-called "new students," who, a decade or two ago, would never have considered college. These are students whose previous low

academic performance and/or low socioeconomic background, and/or race or culture would have precluded their coming to college in previous years. Moore (1970) says that many of these students "come to the community college from rural areas, inner-city ghettos, and other decaying communities. Almost all have come from crippling schools" (p.56). Grant and Hoeber (1978) add that many of these students

> have not acquired the verbal and mathematical and full range of cognitive skills required for collegiate work. Generally [the basic skills student] is a student whose grades fall in the bottom half of his high school class, who has not earned a [college preparatory] diploma, or is assigned to a high school which has a poor record for student achievement (p.7).

Concomitant with poor school skills are emotional and other self-concept problems. Roueche and Kirk (1973) tell us:

> The community college high-risk student, then, is often a hesitant, conservative low-achiever with serious self-doubts, lack of confidence, [and]. . . poor mental health. He asks to be taught but does not really believe he can learn because he has experienced a lifetime of academic failures. While he aspires to self-actualization, he believes that he will fail again (pp.69-70).

Another group of these "new students" are those whose aspirations have been encouraged because of the legislation directed at providing increased access to education for the handicapped. They include the learning disabled, who may just be discovering they are very capable, if only they are permitted to learn in special ways, and the physically handicapped--the wheelchair bound, the deaf, and the blind.

There is another group of students, who may also be of average or better ability, but who are now coming to college ill-prepared or "misprepared" to do academic work. They may

have actually received fairly good grades in academically weak high schools and may believe they are indeed adequately prepared. Evidence of this group is found in the declining SAT scores of the past decade and in the reduction in numbers of English, math, or other academic preparation courses taken by students since high schools "liberalized" requirements. Other factors contributing to the problems include grade inflation, automatic promotion, and reduction in homework assignments (Maxwell, 1979:18-19). Not only are these students often underprepared for the courses for which they enroll, but they are often woefully ignorant of the extent of their inadequacies.

Yet another group, and one representing a large portion of today's community college students are the older men or women who seek retraining or even beginning job skills. Many of these students bring burdensome family responsibilities, often coupled with serious self-doubts about their own abilities to handle college work.

And then there are the academically able students who simply have "math anxiety," "hate English" or have "computer phobia" and just need some reinforcement or assistance to help them through some difficult places and then will function well independently.

Benefits of Tutoring

Some may argue that it is futile for colleges to try to provide services for the truly high-risk students, since their

drop-out rate is so high. Six studies done by Terenzini and Pascarella (1980), however, contradict some earlier assumptions that the "traditional predictors" best identify the students most apt to leave college. They believe, on the basis of their studies, that the critical issue as to whether students remain in college is not what they bring with them but what happens to them once they are on campus, the exeriences they have on campus that make them feel they are accepted and can succeed. The most important determiners of persistence or withdrawal are "subject to the influence of institutional policies, programs, or conditions that affect students <u>after</u> their arrival on campus" (p.280).

The most significant of those conditions tends to be interactions with others--faculty, friends, or peer tutors who help the student to feel of value and to develop confidence that he or she can function successfully at college. The individual who has the time, the interest, and the skills to promote this confidence is perhaps most often the student tutor.

Although program evaluation has been too long delayed in many remedial programs, and is therefore somewhat sketchy, available evidence shows good results when students are tutored. For example, in his doctoral study, Agan (1971) found that 67 high-risk students who received tutring either in biology and English or math performed significantly higher than the non-tutored control groups. Yuthas (1971) examined

attrition in two experimental, high-risk groups in a reading class in a Denver community college, one taught by tutors only and one by regular instructors. She compared these students with remedial level students who did not take reading classes. There was a 67 percent attrition rate for the control group, compared to a 37 percent rate for both experimental groups, whether tutored or taught by instructors.

Some tutorial coordinators in California community colleges are now beginning to collect information about the effectiveness of their programs. For example, of 300 students who were tutored at De Anza College in the spring of 1981, 74 percent said that tutoring had improved their grades and an additional 19 percent said tutoring had helped "somewhat," for a total of 93 percent. Of the 200 who said they would be taking an advanced course in the subject for which they were tutored, 54 percent said they would be taking the advanced course because of the tutoring. Thirty-three percent of the total said they would have dropped the course if they had not had a tutor (Manriquez, 1981).

At Cypress College, Casselbury reported that 66 percent of 357 students who received 3 or more hours of tutoring in Spring, 1983, made grades of C or better (Casselbury, 1983).

Petersen of Sacramento City College's Learning Resources Division regularly polls her tutored students to evaluate the impact of tutoring. She found, for 951 students in Spring, 1983, 71 percent indicated they understood their work

considerably better, with an additional 22.5 percent saying they understood somewhat better; the numbers who were earning an A or B in class rose from 39 percent to 65 percent (Peterson,1983).

Eager, at Mira Costa College, found the drop rate of tutored students to be only 15 percent, compared to an overall college drop rate of 38 percent (Eager, 1984).

In a survey of 126 students who were tutored at Yuba College in 1980-81, 82 (65 percent) said tutoring had made a significant difference in their ability to pass the class for which they were being tutored (Rounds, 1981). In a 1983 survey of 92 students, 20 (22%) said without tutoring they would have dropped the class, and an additional 45 (46%) said they would have received a lower grade. Of 23 students who were initially receiving a D or F in the class, 10 (40%) eventually received at least a B; of 34 getting a C when they started tutoring, 21 (62%) ultimately received an A or B (Rounds, 1983).

At Santa Rosa College, eighty-five percent of 400 tutored students responding to a survey in the fall of 1981 said that tutoring had been "instrumental" in their achieving their academic goals in the classes for which they were tutored (Abrahams, 1984).

Among the benefits of tutoring that are often overlooked are those that accrue to the tutors. In addition to the financial assistance that may make the difference as to whether a capable student can remain in school, there is the

benefit derived from intense involvement with the subject matter. Ninety-eight percent of Petersen's 67 tutors in Spring, 1983, said that tutoring had helped them improve their own knowledge of subject matter. Many other students discover the rewards of helping others and choose careers in teaching or social work as a result of the tutoring experience.

While it is not possible to quantify the many personal benefits both to the students receiving the help as well as to those doing the tutoring, a few selected student comments may provide a sample of reactions:

> "I cannot broadcast enough the good work the Yuba College Learning Center is doing for the self-esteem of its students. . . . I no longer feel I am a failure and I am in hopes of earning a degree. . . a dream I would not have thought possible one year ago."
>
> "The LSC introduced me to a whole new life, a life I thought was reserved for others."
>
> "For the first time in my life I began to learn how to learn. . . . I began to realize there were no limits to my abilities except those tht my own lack of desire to learn placed on me" (comments excerpted from a report by Rounds, 1981).

Supporting the Program

Tutoring services are provided on most campuses through a combination of funding sources. Most colleges use a variety of categorical funds: EOPS money, VEA money, and perhaps AB 77 funds. These dollars, however, can not be used to assist most transfer students who may be struggling with certain subjects and also need help to complete <u>their</u> eductional goals. To provide assistance for this group, as well as to provide

classified and/or certificated staff, colleges often use district funds. To help defray costs of the program, some colleges have identified tutoring, when supervised by a credentialed instructor, as a credit or non-credit course, appropriate for ADA collection. (In a recent sample of 42 colleges, Petersen [1984] found that 24 colleges indicated they generated ADA: 10 through the tutors in a training class, 12 through classes for tutees, and for 2 it was unclear.)

Impact of Reductions

With current funding concerns, many colleges have reduced support of tutoring or learning assistance programs. In Petersen's sample, 13 respondents (30 percent) said funds had been cut the past year, and 4 (10 percent) had had staff cuts. Other changes being discussed at state and local levels may will impact further. What are the possible effects on colleges if tutoring programs are reduced or dismanted?

1. Although retention studies are somewhat limited, there is evidence (see above) that attrition is reduced for tutored students; elimination or reduction of services would increase attrition.

2. Many labs now available to students could not operate without tutorial assistance, or could do so only at a prohibitive cost; these classes would be dropped or substantially modified. In some cases, many additional sections of smaller classes would be needed, thus increasing costs to the college.

3. Demands on faculty for assistance could not be met during time available out of class.

4. Academic performance would drop, since most tutored students improve their grades and subject-knowledge as a result of tutoring.

5. Course repeats by students who were unable to complete courses successfully the first time would increase, thus increasing costs to the colleges.

6. Disadavantaged populations would be hurt disproportionately; these students tend to be at greater risk and have a greater need for assistance.

7. Students returning to college for upgrading skills or acquiring new ones or making career changes would be slowed in completing goals and in their ability to return to the work force.

8. Numbers of students completing transfer requirements would be reduced, as many of these students need help with their requirements and general education courses.

9. Retention among the many highly-skilled tutors could be affected if they were unable to earn additional monies, in a job tailored to their academic schedule, to stay in school.

10. Ultimate cost to the state could well be considerable, because the population most in need of additional training, in order to become self-sufficent and stay off welfare rolls and out of other state programs, would be the

group most affected by lack of assistance. (It has been estimated, for example, that the increased income taxes collected from veterans who attended college on the GI Bill, because of their higher earning power, "more than reimbursed the federal government for the cost of their education before most of them [were] forty years of age" [Johns & Morphet, 1960: p. 377]).

Options for Maintenance of Tutoring Programs

Given the obvious value and importance of tutoring services, it would appear to be essential that funding for these services be maintained, and ways must be found to provide this maintenance. The most obvious options are through differential funding or through generation of ADA.

1. Differential Funding. Under differential funding, tutoring, as a valued part of community college education, would be funded as an essential service. This is a complex option, given today's funding problems; however, it remains a viable option. One possible way to use a modified differential funding approach would be to mandate a formula for a using a certain percent of regularly collected ADA for learning assistance. (For example, the Spring, 1984, issue of the Journal of Developmental and Remedial Education describes a Florida experiment, in which the state has agreed to fund student contact hours used for educational support services [Friedlander]).

2. ADA Generation. One option under existing law is to

require labs in remedial courses for all students, and to place tutors in the labs for assistance. The labs would, however, have to be supervised by appropriately credentialled instructors.

A second option is to offer a specific Study Techniques class, with a lecture section; trained tutors would be available in the lab portion to help with the application of study techniques to various course material.

A third option would be to explore the feasibility of offering tutoring as a non-credit adult education course.

Conclusion

Tutoring is remarkably cost-effective in ways that are, unfortunately, not easy to validate with figures. When one observes a small group of recent immigrants working determinedly with a serious young tutor, a wheelchair-bound victim of an auto accident poring over accounting homework with a re-entry adult, or a frustrated computer novice being soothed by the competent lab assistant, one recognizes that these people are becoming independent wage-earners sooner as a result of this help.

Students needing extra academic assistance to complete their educational and vocational goals are an incredibly diverse group; for the most part-- whether they are entering directly from high school, from unsuccessful job experience, or even after years of being in the home--they are under-prepared

and ill-equipped to compete successfully in college. One of the most effective ways to help these students is through academic tutoring.

The Association for California College Tutorial and Learning Assistance would like to go on record as affirming that the many benefits of tutorial assistance are essential to the achievement of the mission of California community colleges and that it must be supported by the state in all appropriate ways. Maintenance of the programs requires that support be provided by the state both philosophically and financially.

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January 9, 1984

PE&A MEMO 84/01

TO: Chief Instructional Officers

FROM: Allan L. Petersen, Dean
Program Evaluation and Approval

SUBJECT: Tutoring Services

During their review of apportionment claims for attendance at several community colleges, the Department of Finance has identified an issue which requires immediate attention. The Department found that some community colleges are claiming and receiving state apportionments for tutoring services. The colleges grant credit increments and claim average daily attendance for both the student's (tutee's) enrollment in the basic course and in the tutorial program. That is, in some colleges when students need assistance to complete class assignments, they may attend the tutorial center for additional help in learning skills related to the basic course or on a wide variety of other topics.

Two sections of the Administrative Code, Title 5, are the basis for the Department of Finance's concerns:

1. Section 58054 requires that learning assistance in a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled class hours.

2. Section 55323 states that learning assistance when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for sequence of such courses applicable to the college degree or certificate.

The two sections of Title 5 are attached for reference.

We interpret the existing Title 5 regulations and the attendant requirements for learning assistance (tutoring) as follows:

- The tutoring services must be established as a lab section of the specific course (as in a language lab).

- Credit increments may not be granted for tutoring services per se.
- Attendance and participation in a lab section is required of all students enrolled in the course.
- Certificated instructors (or instructional aides in the case of independent study) must supervise the course and its components.
- Unless learning assistance is offered via a scheduled lab, attendance must be kept on a positive attendance basis if apportionment is to be claimed.

If tutoring is used as an instructional method as in a skills development learning laboratory, it must be set up as any other course. It must meet all the criteria and requirements of Title 5 Section 55002(a), must be listed in the catalog and the published schedule of classes, and must be taught under immediate supervision by an instructor certificated in the discipline.

To be more concise, instructional labs may be scheduled as part of a course provided that all students in the course take the lab, and learning assistance may also be provided by a separate course provided that it meets all the requirements of Title 5 Section 55002(a) including supervision by an instructor who is credentialled in the subject being taught. Tutoring in a learning center or elsewhere in which students drop in at irregular intervals does not constitute a course and may not be claimed for apportionment purposes.

On a related matter, apportionment may be claimed for hours of attendance in courses to train tutors. However, we do not believe that it is appropriate to enroll graduates of such training courses in "practicums" and to claim apportionment for hours spent tutoring and to grant credit for such practice teaching beyond a single term.

Since courses conducted by independent study are limited to those which transfer to CSU or UC, the use of independent study for the purposes discussed above will be very limited.

It is our intention to form an ad hoc task force to review the existing regulations in Title 5 and to suggest revised language if that seems advisable. Meanwhile, of course, the existing regulations apply.

ALP:cf

Attachment

cc: Superintendents/Presidents
Gerald Hayward
Gus Guichard
Joe Freitas

58054. **Educational Activities Required of Students.**

Only the attendance in scheduled and supervised instructional activities required of all students enrolled in a course may be claimed for apportionment purposes. Attendance for learning assistance activities in a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled course hours; or, when learning assistance is offered as another course meeting standards for apportionment. If attendance is to be claimed for a course in which students are engaged in varying activities that have no commonality as a course, the course must be conducted as independent study.

NOTE: Authority cited: Sections 71020, 76300 and 78405, Education Code. Reference: Sections 76300, 74805 and 84500, Education Code.

55323. **Learning Assistance.**

Learning assistance, when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for the sequence of such courses applicable to the college degree or certificate.

NOTE: Authority cited: Sections 71020, 78310, 84500 and 84520, Education Code. Reference: Sections 78310, 84500 and 84520, Education Code.

HISTORY

1. Amendment of NOTE filed 4-27-83, effective thirtieth day thereafter (Register 83, No. 18).

Appendix C

ROSTER

TECHNICAL ADVISORY COMMITTEE ON TUTORING SERVICES

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DEPARTMENT OF FINANCE
...RAMENTO, CA 95814-4998

APPENDIX D

November 1, 1983

Gerald Hayward, Chancellor
Board of Governors
California Community Colleges
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TUTORING SERVICES

During our review of apportionment attendance at several community college districts, we identified a situation needing your immediate attention. We found that some community colleges are claiming and receiving state apportionments for tutoring services. The colleges grant credit increments and claim average daily attendance (ADA) for both the student's (tutee's) enrollment in the basic course and in the tutorial program. When the students need assistance to complete class assignments, they may attend the tutorial center or class for additional help in learning skills related to the basic course. They may also receive assistance on a wide variety of topics, some of which may be related to the course in which they are enrolled.

Two sections of the California Administrative Code, Title V, are the basis for our concern and comments. Section 58054 requires that learning assistance in a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled class hours. Section 55323 states that learning assistance, when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for sequence of such courses applicable to the college degree or certification.

Based on the above sections of Title V, we consider tutoring services to be learning assistance provided to the student. Thus, learning assistance is a proper component of a course and should comply with Title V. The specific requirements are:

- The tutoring services must be established as a lab section of the specific course.
- Credit increments may not be granted for tutoring services.
- Attendance in the lab section is required of all students enrolled in the course.
- Certificated instructors or instructional aides must supervise the course and its component in accordance with law, rules and regulations.

If the tutoring service is not to be considered a lab section of a course, it must be set up as any other accredited course. The program must meet all stated requirements in Title V by scheduling the course in the catalog and published class schedule offerings, granting credit units, and having certificated instructors teach or supervise the course.

Of the four colleges in our review, we originally questioned attendance amounting to approximately 850 ADA or $1.7 million claimed during the 1982-83 fiscal year. However, because we understand other community colleges are also receiving state apportionment to fund their tutorial programs, as much as $30 million could be questioned, based on a general estimate.

Additionally, we found that the community colleges keep attendance for tutoring services attendance on both census week and positive attendance methods. Unless the learning assistance is a scheduled lab, attendance should be kept on a positive attendance basis. This inconsistency should be eliminated in reporting attendance.

Recommendations

1. Perform a comprehensive review of the tutoring services being provided by the community colleges concentrating on the appropriateness of claiming attendance for apportionment purposes for the tutoring assistance provided the students.

2. Define tutoring service as it relates to course content and learning assistance, particularly if it is to be offered as a separate course.

3. Take action to incorporate comprehensive instructions into Title V governing tutoring service activities and specific methods of attendance accounting.

We will continue to disallow all attendance claimed for tutoring assistance for students (tutees) in other than regularly scheduled courses until this issue is resolved. If we can be of assistance in resolving this issue or in determining other appropriate action, please let us know.

Please advise us as to action taken or planned. Your response within 30 days would be appreciated. If you have any questions, please call me or Garvin J. Ivans, Audit Manager, at (916) 322-7775.

R Cutting

Richard L. Cutting, Chief
Financial and Performance Accountability
(916) 322-2985

cc: Robert L. Harris, Program Budget Manager
Education System, Department of Finance

FP4450C

APPENDIX E

Revised Title 5 Regulations

Resolution

Be it resolved that the Board of Governors of the California Community Colleges, acting under the authority of Sections 71020, 71062, 76300 and 84520 of the Education Code; and pursuant to the Administrative Procedures Act, that regulations in Title 5, Part VI of the California Administrative Code are added, amended or repealed as follows:

1. Repeal Section 58054 of Title 5.

~~58054. Educational Activities Required of Students.~~
~~Only the attendance in scheduled and supervised instructional activities required of all students enrolled in a course may be claimed for apportionment purposes. Attendance for learning assistance activities in a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled course hours; or, when learning assistance is offered as another course meeting standards for apportionment. If attendance is to be claimed for a course in which students are engaged in varying activities that have no commonality as a course, the course must be conducted as independent study.~~

2. Repeal Section 55323 of Title 5.

~~55323. Learning Assistance.~~
~~Learning assistance, when provided by the college, shall be considered a component of the course and shall not authorize or constitute credit increments for the course or for the sequence of such courses applicable to the college or certificate.~~

3. Section 58168 is added to read:

58168. Tutoring.
Tutoring, when provided by the college, shall be considered a method of instruction that involves a student tutor who has been successful in a particular subject or discipline, or who has demonstrated a particular skill, and who has received specific training in tutoring methods and who assists one or more students in need of special supplemental instruction in the subject or skill. Student attendance in tutoring is eligible for apportionment only in a noncredit course offered under the provisions of Education Code 84711 (a) (2).

NOTE: Authority Cited: Sections 71020, 71062, 76300, and 84520, Education Code. Reference: Sections 71020, 71062, 76300 and 84520, Education Code.

4. Section 58170 is added to read:

58170. Apportionment for Tutoring.
Apportionment may be claimed for individual student tutoring only if all the following conditions are met:
(a) The individual student tutoring is conducted in a designated learning center.
(b) The designated learning center is supervised by a person holding the Community College Supervisors Credential.
(c) All tutors successfully complete a course in tutoring methods and the use of appropriate written and mediated instructional materials and which included supervised practice tutoring. This requirement may be waived by the chief instructional or student services officer on the basis of advanced degrees or equivalent training.
(d) All students receiving individual tutoring are enrolled in a non-credit course carrying Taxonomy of Programs number 4930.09, which is entitled "Supervised Tutoring".
(e) Students are assigned to Supervised Tutoring course on the basis of an identified learning deficiency by a counselor or an instructor.
(f) An attendance accounting method is established which accurately and rigorously monitors positive attendance.
(g) Student tutors may be remunerated but may not be granted academic credit for tutoring beyond that stipulated in (c) above.
(h) The district receives no direct or indirect funding from any other source for providing tutoring services.

NOTE: Authority Cited: Sections 71020, 71062, 76300, and 84520, Education Code. Reference: Sections 71020, 71062, 76300 and 84520, Education Code.

5. Section 58172 is added to read:

58172. Learning Assistance.
Attendance for supplemental learning assistance when offered as part of a course shall be reported for state apportionment only when such activity is required of all students and is offered during scheduled course hours; or when offered in a related laboratory course which is required of all students and which meets standards for apportionment.

NOTE: Authority Cited: Sections 71020, 71062, 76300, and 84520, Education Code. Reference: Sections 71020, 71062, 76300 and 84520, Education Code.

Be it further resolved that these regulation changes mandate no new cost to community college districts within the meaning of Section 2231 of the Revenue and Taxation Code.

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